

Message Text

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TO SECSTATE WASHDC IMMEDIATE 5045

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C O N F I D E N T I A L SECTION 1 OF 3 EC BRUSSELS 2018

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E. O. 11652: GDS

TAGS: ENRG, EEC

SUB: EC COMMISSION PAPER ON AN OVERALL COMMUNITY APPROACH
TO ENERGY

1. THE EC SUMMIT IN PARIS LAST OCTOBER CALLED ON THE INSTITUTIONS OF THE COMMUNITY TO FORMULATE AS SOON AS POSSIBLE A COMMUNITY ENERGY POLICY. IN ACCORDANCE WITH THIS, THE EC COMMISSION HAS BEEN WORKING ON PROPOSALS FOR SUCH A POLICY TO BE CONSIDERED AT A SPECIAL EC COUNCIL MEETING WHICH HAS BEEN SCHEDULED FOR MAY 22. WE HAVE BEEN GIVEN, ON A HIGHLY CONFIDENTIAL BASIS, A COPY OF THE LATEST DRAFT OF THE COMMISSION' S GENERAL WORKING PAPER ON ENERGY POLICY (PROTECT- DO NOT REVEAL OUR POSSESSION). TIS IS NOT THE FINAL VERSION NOR HAS IT BEEN APPROVED BY THE COMMISSION AS YET FOR SUB- MISSION TO THE COUNCIL. THE COMMISSION' S ROUGH ENGLISH TRAN- SLATION OF THE PAPER FOLLOWS. THE COMMENTS OF A SENIOR COMMISSION OFFICIAL ARE BEING SENT BY SEPTTEL.

2. BEGIN TEXT:

GUIDELINES AND PRIORITY ACTIVITIES UNDER THE
COMMUNITY ENERGY POLICY

THE CONSTANT INCREASE IN THE DEMAND FOR ENERGY IS A FEATURE OF MODERN SOCIETY. ON A WORLD SCALE, SOCIAL AND ECONOMIC DEVELOP- MENTS WILL LEAD TO INCREASES IN DEMAND- UNTIL AT LEAST THE END OF THE CENTURY - WHICH WILL DOUBLE ROUGHLY EVERY FIFTEEN YEARS.
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THE PROTECTION OF THE ENVIRONMENT INTRODUCES A FURTHER CONSTRAINT, SINCE THE MEASURES IMPOSED THEREBY OFTEN NECESSITATE A HIGHER ENERGY CONSUMPTION AS WELL AS RESTRICTIONS ON CERTAIN PRODUCTS.

3. OVER THE NEXT FIFTEEN OR TWENTY YEARS THE MAJOR FACTORS INVOLVED WILL BE NOT SO MUCH THE ACTUAL AVAILABILITY OF ENERGY AS THE ECONOMIC AND POLITICAL CONDITIONS UNDER WHICH IT IS OBTAINED. IN THE LONGER TERMS THE VOLUME OF NEW ENERGY SOURCES WHICH MUST BE TAPPED AND DEVELOPED WILL REQUIRE AN UNPRECEDENTED LEVEL OF EFFORT AND THE NECESSARY REPLACEMENT OF HYDROCARBONS BY OTHER FORMS OF ENERGY WILL DEMAND VERY CONSIDERABLE INVESTMENTS.

4. AS WAS STRESSED BY THE HEADS OF STATE OR GOVERNMENT OF THE ENLARGED COMMUNITY IN PARIS IN OCTOBER 1972, THE UNDERLYING PROBLEM OF ENERGY POLICY IS TO GUARANTEE LONG- TERM SECURITY OF SUPPLIES UNDER SATISFACTORY ECONOMIC CONDITIONS.

5. THE MEASURES TO BE TAKEN TO THIS END MUST BE BASED ON A LONG- TERM, GLOBAL ASSESSMENT OF TRENDS. THEY MUST ALSO CONSTITUTE AN ENTITY WHICH IS COHERENT ENOUGH TO GIVE REAL EFFICIENCY TO INSTRUMENTS OF VARYING SCOPE.

6. A. ORGANIZATION OF THE COMMUNITY OIL MARKET.

THERE IS A MAJOR FINANCIAL PROBLEM IN THE OIL SECTOR, NAMELY, THE AVAILABILITY OF THE FUNDS REQUIRED TO FINANCE RESEARCH AND EXTRACTION OPERATIONS ON A LARGE, DIVERSIFIED SCALE, THE COST OF WHICH IS LIKELY TO INCREASE. FACED WITH THESE BROADER REQUIREMENTS, PUBLIC AUTHORITIES CAN HAVE ONLY A SUPPORTING ROLE, E. G., VIA A JOINT ENTERPRISE STATUTE. BASICALLY NORMAL MARKET FORCES SHOULD PRODUCE THE NECESSARY FUNDS.

7. THIS PROFITABILITY OF THE COMMUNITY MARKET PRESUPPOSES THAT, WHILE COMPETITION IS MAINTAINED AMONG THE COMPANIES IN THE DIFFERENT AREAS OF SUPPLY IN ORDER TO PROTECT CONSUMER INTERESTS, A UNIFIED SYSTEM WOULD BE SET UP TO MONITOR SUPPLY CONDITIONS AND STRUCTURES. THIS IS PARTICULARLY NECESSARY IN VIEW OF THE NEW CONDITIONS ARISING FROM THE STRUCTURAL CHANGES OCCURRING ON THE WORLD OIL MARKET WHICH WILL HENCEFORTH AFFECT THE COMPANIES SUPPLYING THE EUROPEAN MARKET.

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8. MARKET ORGANIZATION WOULD ALSO BE APPROPRIATE IN THE

PERSPECTIVE OF CONSULTATIONS WITH THE OTHER LARGE OIL- IMPORT-
ING REGIONS, NAMELY THE USA AND JAPAN, AND WITH THE ENERGY-
EXPORTING COUNTRIES, FOR WHOM EUROPE WOULD BE BOTH A MARKET
AND A PARTNER IN DIVERSIFIED DEVELOPMENT.

9. IT IS APPROPRIATE THEREFORE TO DRAW UP GENERAL RULES
GOVERNING THE STRUCTURE OF THE MARKET AND TO RELY ON CLOSE
LIAISON BETWEEN THE PUBLIC AUTHORITIES AND THE OIL COMPANIES
CONCERNED.

10. 1. RULES GOVERNING THE STRUCTURE OF A COMMUNITY MARKET

A) BASIC CONTROL OF PLANNED INDUSTRIAL MERGERS.

THE AIM OF SUCH ACTION WOULD BE TO OPTIMIZE THE STRUCTURE OF THE
COMMUNITY'S OIL INDUSTRY WHILE UPHOLDING COMPETITION AMONG THE
VARIOUS SOURCES OF SUPPLY. COMPANIES FROM THE PRODUCING
COUNTRIES WISHING TO GAIN GREATER BENEFIT FROM THE OIL IN
THEIR POSSESSION WILL PROBABLY JOIN THE TRADITIONAL SUPPLIERS
(SUBSIDIARIES OF FOREIGN GROUPS, EUROPEAN AND INDEPENDENT
COMPANIES). THE CONTROL PROCEDURE WOULD HAVE TO BE INCLUDED IN
THE GENERAL RULES CURRENTLY BEING FORMULATED AT A COMMUNITY
LEVEL AND BE TAILORED TO THE SPECIFIC NATURE OF THE OIL
INDUSTRY.

B) INFORMATION ON THE COST OF OIL SUPPLIES.

CRUDE OIL MUST BE IMPORTED UNDER NORMAL CONDITIONS OF COMPETI-
TION. IN ORDER TO ACHIEVE THIS, THE PUBLIC AUTHORITIES, THE
INDUSTRY AND THE CONSUMERS MUST BE NOTIFIED OF PRICE INDICATORS
BASED ON AN OBJECTIVE ASSESSMENT OF THE ACTUAL SUPPLY SIT-
UATION AT THE TIME OF ENTRY OF THE CRUDE OIL INTO THE
COMMUNITY.

C) PRICING SYSTEM.

THE CONSUMERS MUST BE PROTECTED AGAINST UNJUSTIFIED PRICE
RISES, WHILE THE OIL INDUSTRY MUST HAVE SUFFICIENT SELF- FIN-
ANCING APPROPRIATE TO ITS NEEDS. IF A DISTORTION OF COMPE-
TITION IS TO BE AVOIDED, THIS TWO FOLD AIM MEANS THAT PRICING
SYSTEMS SHOULD BE FORMULATED IN ACCORDANCE WITH COMPARABLE
CRITERIA AND PROVISION SHOULD BE MADE FOR HARMONIZING THESE
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PRICING SYSTEMS AT A COMMUNITY LEVEL.

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11. 2. CONTACTS WITH THE OIL COMPANIES

A) SYSTEM OF RECOGNIZED COMPANIES.

IN RETURN FOR THEIR EXPRESSED AND DEMONSTRATED WILL TO PARTICIPATE ACTIVELY IN THE SECURITY AND STABILITY OF THE COMMUNITY'S OIL SUPPLIES, COMPANIES RECOGNIZED BY THE COMMUNITY WILL BE GIVEN ASSISTANCE IN DEVELOPING THEIR ACTIVITIES, WILL RECEIVE A CERTAIN AMOUNT OF MATERIAL OR MORAL SUPPORT, NOTABLY VIA THE JOINT UNDERTAKING SYSTEM, AND WILL BE ASSISTED IN CARRYING OUT ANY INDUSTRIAL REORGANIZATION.

B) CONDIITON TO BE FULFILLED BY RECOGNIZED COMPANIES.

AN INITIAL UNDERTAKING WILL BE TO PROVIDE THE COMMISSION AND MEMBER STATES WITH INFORMATION ON PERMANENT BASIS. THIS OBLIGATION WOULD APPLY IN PARTICULAR TO THE TECHNICAL AND FINANCIAL ASPECTS OF THE COMPANIES' PRODUCTION CAPACITY. IN ORDER TO OBTAIN MORE COHERENT AND ECONOMICALLY MORE RATIONAL COMMUNITY SUPPLIES VIA FLEXIBLE PROCEDURES, THE COMPANIES WILL SUBMIT A FIVE- YEAR PROGRAMME STATING THEIR INTENTIONS REGARDING IMPORTS AND INVESTMENTS. THEY WILL ALSO HAVE TO CONSULT WITH THE COMMISSION AND THE MEMBER STATES BEFORE ANY IMPORTANT NEGOTIATIONS WITH THE PRODUCING COUNTRIES. FINALLY, THE RECOGNIZED COMPANIES WILL UNDERTAKE TO CONCLUDE AGREEMENTS AMONG THEMSELVES WHEREBY THEY DISTRIBUTE BOTH THEIR SUPPLIES AND THEIR REQUIREMENTS OF CRUDE OIL AT NON-
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DISCRIMINATORY PRICES AMONG THEIR SUBSIDIARIES AND OTHER APPROVED COMPANIES.

12. B. NUCLEAR ENERGY.

ACCELERATION IN THE USE OF NUCLEAR ENERGY IS OF MAJOR IMPORTANCE, NOT ONLY AS REGARDS SECURITY OF SUPPLIES, BUT ALSO FOR REASONS OF COST AND ENVIRONMENTAL CONSIDERATIONS.

13. THE COMING ON STREAM OF AN INSTALLED NUCLEAR CAPACITY OF 133 GWE BETWEEN NOW AND 1985 IS THE MINIMUM OBJECTIVE. ANY CAPACITY IN EXCESS OF THIS FIGURE WOULD PERMIT THE REDUCTION OF OIL CONSUMPTION, OS THE COMMUNITY SHOULD TRY TO ENSURE THAT ALL INCREASES IN ELECTRICAL GENERATING CAPACITY IN THE NEAR FUTURE ARE PROVIDED BY NUCLEAR POWER PLANTS. A NUCLEAR GENERATING CAPACITY OF 200 GWE WOULD THUS BE ACHIEVED IN 1985.

14. THE COMMISSION WILL SUPPLY THE COUNCIL WITH AN ANALYSIS OF THE CONDITIONS WHICH MUST BE MET AND A PLAN OF ACTION ENABLING THE USE OF NUCLEAR ENERGY TO BE INCREASED AND ACCELERATED AS MUCH AS POSSIBLE.

15. APART FROM THE MEASURES ALSO PROPOSED TO THE COUNCIL UNDER THE ENVIRONMENTAL, INDUSTRIAL, AND SCIENTIFIC AND TECHNOLOGICAL POLICIES, THIS PLAN OF ACTION WILL BE DESIGNED TO STRENGTHEN THE COMMON MARKET BY INTRODUCING OPEN BIDDING FOR PUBLIC UTILITY CONTRACTS AND THE LIKE AND BY THE REMOVAL OF TECHNICAL OBSTACLES DUE TO DIFFERENCES BETWEEN STANDARDS AND CRITERIA, IN PARTICULAR IN THE ASSESSMENT OF SAFETY REQUIREMENTS FOR NUCLEAR INSTALLATIONS. IT WILL ALSO DEAL WITH THE STIMULATION OF DEMAND THROUGH MEASURES TO FACILITATE THE FINANCING OF NUCLEAR INSTALLATIONS AND TO ENSURE THEM A REGULAR AND STABLE SUPPLY OF FUEL ON ECONOMICALLY SATISFACTORY TERMS.

16. FURTHERMORE, PUBLIC OPINION MUST BE MADE MORE AWARE OF THE NEED TO MAKE USE OF NUCLEAR ENERGY AND OF ITS ADVANTAGES FROM THE ENVIRONMENTAL STANDPOINT.

17. WITH MORE PARTICULAR REGARD TO NUCLEAR FUEL SUPPLIES, THE COMMISSION IS TO FORWARD TO THE COUNCIL PROPOSALS PERMITTING

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THE ADOPTION, NO LATER THAN 31 DECEMBER 1973, OF A POLICY

FOR THE SUPPLY OF ENRICHED URANIUM WHICH WILL BE BASED ON THE OBJECTIVES SET AND DECISIONS REACHED IN AN EARLIER COUNCIL RESOLUTION..... THIS POLICY, WHICH IS DESIGNED TO PROVIDE THE COMMUNITY'S USERS WITH A RELIABLE SOURCE OF SUPPLY, WILL PARTICULARLY DEAL WITH MEASURES DESIGNED TO PROMOTE THE ESTABLISHMENT OF AN INDEPENDENT URANIUM- ENRICHMENT CAPABILITY WITHIN THE COMMUNITY, AND WITH STEPS TO BE TAKEN WITH REGARD TO SUPPLIES FROM OUTSIDE SOURCES. IT WILL BE PROGRESSIVELY REVISED IN LINE WITH NEW PRODUCTION GOALS RESULTING FROM THE MOVE TOWARDS MAXIMUM USE OF NUCLEAR ENERGY.

18. C. COAL.

THE COAL SECTOR REQUIRES MEDIUM- TERM GUIDELINES OUTLINING THE FUTURE ROLE OF COAL IN THE COMMUNITY'S ENERGY SUPPLY. THESE GUIDELINES MUST BE BASED UPON AN EXAMINATION OF THE RELATIVE SITUATION OF EACH COALFIELD AND TAKE ACCOUNT OF THE LONG- TERM TREND OF THE COSTS OF COMPETING FORMS OF ENERGY.

19. THE NEW COMMUNITY SYSTEM OF AIDS FOR COKING COAL, WHICH THE COMMISSION IS TO INTRODUCE WITH THE CONCURRING OPINION OF THE COUNCIL, CONSTITUTES THE FIRST IMPORTANT ELEMENT OF A SUPPLY POLICY.

20. THE RETENTION OF A CAPACITY FOR BURNING STEAMCOAL IN POWER STATIONS IS A USEFUL COMPETITIVE FACTOR IN THAT IT PLACES A CEILING ON THE PRICE OF FUEL OIL. THIS IMPLIES MEASURES CONCERNING ON ONE HAND THE USE OF COMMUNITY COAL IN POWER STATIONS AND ON THE OTHER HAND THE OPENING OF THE COMMUNITY MARKET TO IMPORTS FROM NON- MEMBER COUNTRIES.

21. D. NATURAL GAS.

DESPITE INCREASED, COORDINATED AND DIVERSIFIED IMPORTS FROM OUTSIDE, AND THE INTENSIFICATION OF EXPLORATION ON COMMUNITY TERRITORY, NATURAL GAS WILL REMAIN A RELATIVELY RARE FORM OF ENERGY.

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22. IN VIEW OF THE SPECIAL ADVANTAGES IN CERTAIN SECTORS, PARTICULARLY AS REGARDS ENVIRONMENTAL PROTECTION, CARE MUST BE TAKEN TO ENSURE THAT IT IS PUT TO THE BEST POSSIBLE USE. THIS PRESUPPOSES, IN PARTICULAR, LIMITATIONS ON ITS SUPPLY TO POWER STATIONS, THE ABSENCE OF RESTRICTIONS ON INTRA- COMMUNITY TRADE, AND RESEARCH TO IMPROVE INTERCONNECTIONS BETWEEN TRANSPORT NETWORKS AND STORAGE FACILITIES.

23. E. RELATIONS BETWEEN THE COMMUNITY AND ENERGY- EXPORTING COUNTRIES.

THE STABILITY OF THE COMMUNITY' S ENERGY SUPPLY REQUIRES THE CREATION OF A GENERAL CLIMATE OF TRUST AND MUTUALLY BENEFICIAL COOPERATION BETWEEN THE COMMUNITY AND THE ENERGY- EXPORTING COUNTRIES.

24. THESE OBJECTIVES COMPLY WITH THE OVERALL POLICY FOR COOPERATION IN DEVELOPMENT THROUGHOUT THE WORLD, THE PROGRESSIVE IMPLEMENTATION OF WHICH WAS CALLED FOR BY THE HEADS OF STATE AND GOVERNMENT AT THE PARIS SUMMIT. THEY ALSO FIT IN WITH THE OUTLINE OF THE COMMUNITY' S MEDITERRANEAN POLICY AS DEFINED BY THE COUNCIL ON 6 NOVEMBER 1972 ON THE BASIS OF A MEMORANDUM FROM THE COMMISSION.

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25. F. RELATIONS BETWEEN THE COMMUNITY AND ENERGY IMPORTING COUNTRIES.

THE FACT THAT ENERGY SUPPLY IS GRADUALLY ASSUMING GLOBAL DIMENSIONS MAKES IT VIRTUALLY IMPOSSIBLE FOR A COUNTRY, OR EVEN A GROUP OF COUNTRIES, TO SOLVE THE PROBLEMS IN THIS FIELD IN ISOLATION. THE CONCERN ABOUT REDUCING THE RISK OF OVERRIDING AND CONFRONTATION IMPLIES A NEED FOR COOPERATION BETWEEN THE

GREAT ENERGY- IMPORTING REGIONS AND PRIMARILY, IN VIEW OF THEIR SIZE, BETWEEN THE COMMUNITY, THE UNITED STATES AND JAPAN, A COOPERATION BASED ON CERTAIN PRINCIPLES, REGARDING AREAS TO BE SET FORTH AND TAKING PLACE WITHIN A FRAMEWORK WHICH HAS YET TO BE DEFINED.

26. L. PRINCIPLES.

COOPERATION MUST BE BASED ON THE OBSERVANCE OF NON- DISCRIMINATION AND RECIPROCITY OF OBLIGATIONS. THIS, REGARDING POSSIBLE SUPPLY DIFFICULTIES, FOR EXAMPLE, EACH PARTY MUST UNDERTAKE TO INSTITUTE A SYSTEM OF COMPULSORY STORAGE HARMONIZED WITH THAT OF THE OTHERS AND TO TAKE ALL MEASURES REQUIRED TO AMELIORATE ANY EFFECTS WHICH THE CRISIS MAY HAVE ON THE VARIOUS PARTNERS. FURTHERMORE, IN THE EVENT OF A CRISIS AFFECTING ONE PARTNER OR ALL OF THEM, THERE MUST BE AN APPROPRIATE SHARING OF IMPORTS AND HARMONIZATION OF APPLICATION OF RATIONING ARRANGEMENTS.

27. COOPERATION MUST ALSO TAKE ACCOUNT OF THE CHARACTERISTICS AND PARTICULAR SITUATIONS OF EACH PARTY AND MUST NOT CONSTITUTE A HINDRANCE TO CERTAIN SPECIFIC MEASURES DESIGNED TO IMPROVE THE SECURITY OF SUPPLY OF INDIVIDUAL PARTIES.

28. LASTLY, THIS COOPERATION MUST NOT, IN ANY EVENT, RESULT IN THE FORMATION OF A "BLOC", WITH THE IMPORTING COUNTRIES LINED UP AGAINST THE ENERGY EXPORTING COUNTRIES, OR, EVEN WORSE, APPEAR TO BE A DEFENSIVE REACTION ON THE PART OF THE PROSPEROUS AND INDUSTRIALIZED COUNTRIES. ON THE CONTRARY, IT MUST CONTRIBUTE INDIRECTLY TO THE GROWTH OF THE DEVELOPING COUNTRIES, IN PARTICULAR THOSE WHICH HAVE NO ENERGY RESOURCES.

29. 2. SCOPE.

THE MOST IMMEDIATE BENEFIT AND THE MOST URGENT OBJECTIVE OF THE
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COOPERATION ENVISAGED IS THE AVOIDANCE, BY MEANS OF A CONTINUOUS EXCHANGE OF INFORMATION AND APPROPRIATE CONSULTATION, OF NEEDLESS AND EXPENSIVE COUNTERBIDDING FOR CRUDE OIL BY THE IMPORTING COUNTRIES.

30. OTHER ASPECTS OF ENERGY POLICY, HOWEVER, COULD BENEFIT FROM THIS COOPERATION. EXCHANGE OF INFORMATION AND CONSULTATION SHOULD BE CONCERNED WITH THE EXAMINATION OF THE OVERALL ENERGY SITUATION AND OF MEASURES TAKEN OR CONTEMPLATED. LIKEWISE, SECURITY OF SUPPLY WOULD BE ENHANCED BY THE AFOREMENTIONED HARMONIZATION OF MEASURES DESIGNED TO COPE WITH CRISIS OR BY THE ADOPTION OF REALISTIC AND COMMON CRITERIA FOR ENVIRONMENTAL PROTECTION.

31. LASTLY, SPECIFIC PROJECTS OF COLLABORATION BETWEEN THE COMMUNITY, THE UNITED STATES AND JAPAN COULD BE BENEFICIAL TO ALL IN THE MATTER OF SCIENTIFIC AND TECHNICAL RESEARCH AIMED AT DISCOVERING NEW SOURCES OF ENERGY, OR NEW RESOURCES, OR EVEN NEW USES FOR KNOWN RESOURCES: IN THIS CONNECTION, NUCLEAR ENERGY AND THE TECHNOLOGY OF DEEP-SEA OIL PROSPECTING, IN PARTICULAR, OFFER ENORMOUS SCOPE.

32. 3. FRAMEWORK.

THE FIELD OF COOPERATION OF ENERGY MATTERS BETWEEN THE COMMUNITY, THE UNITED STATES AND JAPAN IS TOO DIVERSIFIED FOR IT TO BE POSSIBLE OR WORTHWHILE TO WORK OUT AN INSTITUTIONAL FRAMEWORK FOR IT AT THIS STAGE: AND SUCH A FRAMEWORK MUST, MOREOVER, TAKE ACCOUNT OF WHAT IS DONE WITHIN THE OECD. WITHOUT PREJUDICING THE RESULT OF THE EXPLORATORY MISSIONS THAT THE COMMISSION SHOULD MAKE IN BOTH JAPAN AND THE UNITED STATES, HOWEVER, THERE IS ALREADY AN IMM
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